

8 DEC 1971

SUBJECT: The Intelligence Community

1. The basic concepts for the coordination of the intelligence activities of the various agencies of Government under the overall direction of a Director of Central Intelligence were first expressed in the President's Directive of 22 January 1946. These concepts were incorporated in the National Security Act of 1947 which established the National Security Council (NSC), the CIA and set forth the statutory responsibilities of the Director of Central Intelligence. Since the establishment of the NSC, the intelligence community has been governed by directives of the NSC and occasionally by directives of the President.
2. NSC directives have been periodically revised to respond to the changing structure and needs of the intelligence community. Throughout this period, the DCI has remained responsible for coordinating the overall intelligence activities of the Government, but there has been a problem in dealing with matters outside of CIA, which are under the Director's immediate control. The overall coordinating authority has necessarily been expressed and reaffirmed through directives of the President. The most recent directive was issued on 5 November 1971, which dealt with the NSC, the DCI and the United States Intelligence Board (USIB).
3. The Presidential Directive of 5 November 1971 is designed to improve the efficiency and effectiveness of the U.S. intelligence community and for this purpose has enhanced the leadership role of the Director of Central Intelligence. Among the new responsibilities of the Director are the preparation, with the advice of a newly established Intelligence Resources Advisory Committee, of a consolidated intelligence program budget. This Presidential Directive provides a more effective coordinating mechanism for the national intelligence effort, and is consistent with the responsibilities of the Director of Central Intelligence as set forth in the National Security Act of 1947.
4. The attached briefly traces the origin of the USIB and by comparisons illustrates the significance of the changes outlined in the White House announcement. Also attached are copies of certain unclassified material referred to herein.

THE UNITED STATES INTELLIGENCE BOARD

Origin

The United States Intelligence Board (USIB) was established on 15 September 1958, pursuant to action by the National Security Council. The establishment of the USIB constituted a merger of two previous intelligence coordinating committees; the Intelligence Advisory Committee (IAC) and the United States Communications Intelligence Board (USCIB). The merger for the first time provided a fully coordinated intelligence community and a more effective integration of the national intelligence effort. Previously, coordination of all intelligence had been the responsibility of the IAC with the exception of communications intelligence which was coordinated within the USCIB.

The USCIB coordinated activities conducted mostly within the military and for security reasons was maintained separately. The IAC was established by the NSC in December 1947 and was the successor to the Intelligence Advisory Board created by Presidential Directive of 22 January 1946. It consisted of membership from the intelligence components, including those within the military services. The Directive of 22 January 1946 (to the Secretaries of State, War and Navy) also established the National Intelligence Authority, a Director of Central Intelligence and the Central Intelligence Group. The responsibilities of the DCI noted therein are substantially restated in subsection 102(d) of the National Security Act of 1947.

Missions and Functions

The USIB advises and assists the Director of Central Intelligence in establishing intelligence policy and program guidance including objectives, requirements and priorities; and reporting to the National Security Council on the foreign intelligence effort. The board also assists the DCI in making recommendations on foreign intelligence matters to appropriate U.S. officials, developing and reviewing security standards and practices relating to intelligence, and formulating policies with respect to arrangements with foreign governments on intelligence matters.

A principal USIB function is to support the DCI in producing national intelligence required for the formulation of national security policy, indicating concurrence or any substantial dissent therein. This may take the form of national estimates in support of the formulation of national security policies, of basic encyclopedic compilations (terrain, religion, labor force, harbors, military organization, etc.) or of current intelligence assessments.

There are a number of standing committees of the USIB comprising representatives of the agencies and departments participating in the Board. These committees deal with specialized fields and report to the Board in such matters as economic intelligence, scientific intelligence, photo-analysis, security and the collection, processing and dissemination of intelligence. Of special interest is the Watch Committee which assesses current developments with a special eye on possible indications of an early outbreak of hostilities. The Board of National Estimates serves the USIB in the drafting and coordination of National Intelligence Estimates. It is comprised of senior analysts in all major fields.

Over the past twenty-five years there have been changes in the USIB membership to reflect reorganization of intelligence organizations within the government. The most significant in the past was the creation of the Defense Intelligence Agency (DIA) which represents the intelligence chiefs of the military services at the USIB level.

Addition of New Member

The Directive of 5 November 1971 appointed a representative from the Treasury Department to reflect the increased interest of our policymakers in world economic developments. This will assure consideration of monetary and other economic factors in the intelligence process.

The following page sets forth the
membership of the USIB.

UNITED STATES INTELLIGENCE BOARD

Chairman: Mr. Richard Helms
Director of Central Intelligence

Members: Central Intelligence Agency
Lieut. Gen. R. E. Cushman, Jr.
Deputy Director

Department of State
Mr. Ray S. Cline, Director
Bureau of Intelligence Research

*Defense Intelligence Agency
Lieut. Gen. Donald V. Bennett
Director

National Security Agency
Vice Adm. Noel Gayler
Director

Atomic Energy Commission
Mr. Howard Brown
Assistant General Manager

Federal Bureau of Investigation
Mr. Edward J. Miller
Deputy Director

Treasury Department
(Not yet designated)

*Since March 1964 the Intelligence Chiefs of the Army, Navy and Air Force have not been formal members of USIB but they continue to participate in meetings as observers, and retain the privilege of recording any substantial dissent in national intelligence.

The following comparisons illustrate the significance of the other changes outlined in the President's Directive of 5 November 1971:

ESTABLISHMENT OF A NATIONAL SECURITY
COUNCIL INTELLIGENCE COMMITTEE

Present System

Under the present system there has been no arrangement for systematic feedback of critique and comment from high policy users of finished intelligence.

New System

With the establishment of the National Security Council Intelligence Committee (NSCIC), the President has created a formal group of senior policy officials to develop guidance for the intelligence needed to support the formulation of U. S. foreign and defense policy, so that the intelligence community can respond in a more orderly, timely, and effective manner to the national intelligence needs. NSCIC will also provide for a continuing evaluation of the intelligence product from the standpoint of prime intelligence users. The participation of top Government policymakers in the formulation of intelligence requirements and the evaluation of the intelligence product fills an important gap in the national intelligence machinery.

ESTABLISHMENT OF THE NATIONAL INTELLIGENCE
RESOURCES ADVISORY COMMITTEE

Present System

A National Intelligence Resources Board to advise the Director of Central Intelligence, although little publicized, has been in existence for sometime. It is charged with recommending to the Director on the most effective employment of the resources--money, manpower and equipment--of the intelligence community in pursuit of certain national intelligence objectives. This Board is composed of the Deputy Director of Central Intelligence as Chairman; the Director of Intelligence and Research, Department of State; and the Assistant Secretary of Defense for Administration (acting in his other capacity as Special Assistant to the Secretary of Defense for Intelligence Resources).

New System

Establishment of the Intelligence Resources Advisory Committee represents a formalization and upgrading of existing interdepartmental arrangements. It is designed to assist the Director of Central Intelligence in carrying out his broad responsibilities regarding the coordinated utilization of national intelligence resources, including the preparation of a consolidated intelligence program budget.

ESTABLISHMENT OF A NET ASSESSMENTS GROUP

Net assessments are comparisons between the capabilities of potential enemies and those of the U.S. Studies of this type are a traditional practice in the U.S. Government, and for some years have been conducted under the aegis of the National Security Council. The new Net Assessments Group will, like its predecessors, depend on intelligence material for its assessments regarding the capabilities of foreign powers.

1946

**PRESIDENTIAL DIRECTIVE OF
JANUARY 22, 1946
COORDINATION OF FEDERAL FOREIGN INTELLIGENCE ACTIVITIES**

**THE WHITE HOUSE,
Washington, January 22, 1946.**

To The Secretary of State, The Secretary of War, and The Secretary of the Navy.

1. It is my desire, and I hereby direct, that all Federal foreign intelligence activities be planned, developed and coordinated so as to assure the most effective accomplishment of the intelligence mission related to the national security. I hereby designate you, together with another person to be named by me as my personal representative, as the National Intelligence Authority to accomplish this purpose.

2. Within the limits of available appropriations, you shall each from time to time assign persons and facilities from your respective Departments, which persons shall collectively form a Central Intelligence Group and shall, under the direction of a Director of Central Intelligence, assist the National Intelligence Authority. The Director of Central Intelligence shall be designated by me, shall be responsible to the National Intelligence Authority, and shall sit as a non-voting member thereof.

3. Subject to the existing law, and to the direction and control of the National Intelligence Authority, the Director of Central Intelligence shall:

a. Accomplish the correlation and evaluation of intelligence relating to the national security, and the appropriate dissemination within the Government of the resulting strategic and national policy intelligence. In so doing, full use shall be made of the staff and facilities of the intelligence agencies of your Departments.

b. Plan for the coordination of such of the activities of the intelligence agencies of your Departments as relate to the time request pursuant to regulations of the National Intelligence Authority.

9. Nothing herein shall be construed to authorize the making of investigations inside the continental limits of the United States and its possessions, except as provided by law and Presidential directives.

national security and recommend to the National Intelligence Authority the establishment of such over-all policies and objectives as will assure the most effective accomplishment of the national intelligence mission.

c. Perform, for the benefit of said intelligence agencies, such services of common concern as the National Intelligence Authority determines can be more efficiently accomplished centrally.

d. Perform such other functions and duties related to intelligence affecting the national security as the President and the National Intelligence Authority may from time to time direct.

4. No police, law enforcement or internal security functions shall be exercised under this directive.

5. Such intelligence received by the intelligence agencies of your Departments as may be designated by the National Intelligence Authority shall be freely available to the Director of Central Intelligence for correlation, evaluation or dissemination. To the extent approved by the National Intelligence Authority, the operations of said intelligence agencies shall be open to inspection by the Director of Central Intelligence in connection with planning functions.

6. The existing intelligence agencies of your Departments shall continue to collect, evaluate, correlate and disseminate departmental intelligence.

7. The Director of Central Intelligence shall be advised by an Intelligence Advisory Board consisting of the heads (or their representatives) of the principal military and civilian intelligence agencies of the Government having functions related to national security, as determined by the National Intelligence Authority.

8. Within the scope of existing law and Presidential directives, other departments and agencies of the executive branch of the Federal Government shall furnish such intelligence information relating to the national security as is in their possession, and as the Director of Central Intelligence may from time to

10. In the conduct of their activities the National Intelligence Authority and the Director of Central Intelligence shall be responsible for fully protecting intelligence sources and methods.

Sincerely yours,

HARRY S. TRUMAN